

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01
MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02
/069 W

-----020842Z 028802 /11

R 011603Z APR 77
FM AMEMBASSY BERN
TO SECSTATE WASHDC 4141

C O N F I D E N T I A L SECTION 1 OF 3 BERN 1390

STADIS////////////////////////////////

EO 11652: GDS
TAGS: AMGT, PFOR, XX, SZ
SUBJ: PARM: ANNUAL POLICY & RESOURCES ASSESSMENT - PARTS II
& III

REF: CERP 0001 AND BERN A-48

A. STATE

1. SUMMARY: THE STATE RESOURCES AVAILABLE TO
CARRY OUT THE US MISSION IN SWITZERLAND ARE
ADEQUATE. END SUMMARY.
2. POLITICAL-ECONOMIC-COMMERCIAL: THIS IS
AN EXAMPLE OF REPROGRAMING THAT HAS ALREADY
OCCURRED AND IS CONTINUING. LAST YEAR, IN
CONFORMITY WITH RECOMMENDATIONS MADE DURING
INSPECTION OF THE POST IN 1975, WE ELIMINATED
A STATE POSITION OCCUPIED BY A POLITICAL
OFFICER WHO, IN ADDITION TO THAT FUNCTION,
ACTED AS PAO. (THE RECOMMENDATION THAT A
FULL-TIME USIS OFFICER BE ASSIGNED AS PAO
HAS ALSO BEEN IMPLEMENTED.) WE THEN COMBINED
THE POLITICAL AND ECONOMIC SECTIONS IN BERN;
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WE COMBINED THE COMMERCIAL AND ECONOMIC
SECTIONS IN 1974.

3. PERSONNEL WORKING IN THESE THREE
SUBSTANTIVE AREAS INCLUDE (IN BERN) TWO
FSO-3'S, THE POL/ECON/COMMERCIAL
COUNSELOR AND THE COMMERCIAL ATTACHE; ONE

FSO-4, AND ONE FSO-5 WHO IS THE ASSISTANT COMMERICAL ATTACHE. THE SECTION HAS ONE AMERICAN SECRETARY. TWO LOCAL SECRETARIES, THREE LOCAL PROFESSIONALS, AND A LIBRARIAN ARE ASSIGNED TO COMMERCIAL WORK, BUT ARE OFTEN CALLED UPON TO ASSIST WITH POLITICAL AND ECONOMIC WORK AS WELL. IN ZURICH WE HAVE ONE FSO-4 ASSIGNED TO COMMERCIAL WORK, ASSISTED BY ONE FULL-TIME PROFESSIONAL LOCAL AND PART-TIME LOCAL SECRETARY. TWO OTHER OFFICERS, ONE IN BERN AND ONE IN ZURICH, SPEND NEARLY ALL THEIR TIME ON OTHER FUNCTIONS.

4. SOME FUNCTIONS WHICH IN MOST POSTS ARE PERFORMED BY THE POLITICAL SECTION ARE HANDLED BY OTHER SECTIONS. THUS THE ADMINISTRATIVE SECTION DOES PUBLICATIONS PROCUREMENT AND HANDLES NARCOTICS MATTERS; THE YOUGH OFFICER IS IN THE CONSULAR SECTION, AND EXTRADITION AND JUDICIAL ASSISTANCE ARE, FOR THE MOST PART, DONE BY THE CONSULAR SECTION. THE DCM DIRECTLY SUPERVISES THESE ACTIVITIES; IN MOST CASES THE PEOPLE ACTUALLY PERFORMING THE FUNCTION REPORT TO HIM. THIS ARRANGEMENT SEEMS TO BE WORKING REASONABLY WELL.

5. THERE ARE TWO MAJOR PROBLEMS, HOWEVER, CONFIDENTIAL

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THAT WE SHALL ENCOUNTER IN OUR EFFORTS TO CARRY OUT THE POLITICAL AND ECONOMIC OBJECTIVES WE HAVE SET FORTH IN PART I. THE FIRST IS THAT IN ADDITION TO TRYING TO ACHIEVE THOSE OBJECTIVES, WE PERFORM A LARGE NUMBER OF DAY-TO-DAY FUNCTIONS AND THEIR VOLUME IS INCREASING. THE SECOND IS THAT THE TWO POL/ECON OFFICERS ARE UNABLE TO TRAVEL AS MUCH AS THEY SHOULD IN PURSUIT OF THOSE OBJECTIVES. IN THE PAST 18 MONTHS THEY HAVE MANAGED TO COVER BASEL, BERN, GENEVA, AND ZURICH, WITH THE CONSULATE GENERAL'S ASSISTANCE, FAIRLY WELL. THEY HAVE NOT BEEN ABLE TO DO AS WELL IN OTHER SWISS POPULATION CENTERS.

6. THE COMBINED SECTION HAS BEEN ABLE TO KEEP UP WITH THE DEMANDS OF THE CCP. BUT WE SHALL BE STRETCHED TO THE LIMITS TO ACHIEVE OUR OVERALL OBJECTIVE OF AN INCREASED MARKET SHARE FOR

US PRODDUCTS IN THIS SOPHISTICATED MARKET IN SPITE
OF ANTICIPATED LOW RATES OF SWISS ECONOMIC GROWTH.
THE VOLUME OF
BUSINESS IN ZURICH HAS MADE IT DIFFICULT FOR
THE TWO FULL-TIME PROFESSIONAL MEMBERS OF THE
STAFF TO GET OUT OF THE OFFICE AS MUCH AS
THEY WILL HAVE TO IF WE ARE TO REACH OUR GOALS.
THE VOLUME OF INTERNATIONAL TRADE COMMISSION
AND GAO INQUIRIES REQUIRING EXTENSIVE INVESTI-
GATION HAS BEEN INCREASING RAPIDLY. THE
ECONOMIC SECTION HAS HAD TO CALL ON THE PRO-
FESSIONAL FSL STAFF IN BERN MORE AND MORE
FREQUENTLY FOR TRANSLATIONS AND TO DEVELOP
INFO FOR USE IN ITS REPORTING. WE
HAVE HAD TO ASK THE ASSISTANT COMMERCIAL
ATTACHE TO TAKE ON SOME POLITICAL WORK AS
WELL AS TO DO ECONOMIC ANALYSES.
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7. CONSULAR: TO CARRY OUT THE OBJECTIVES
SET FORTH IN PART I, WE HAVE IN SWITZERLAND
A STAFF OF FIVE AMERICAN OFFICERS, FOUR FSL
PROFESSIONALS, AND 9 FSL STAFF. THE WORKLOAD
AND PERSONNEL ASSIGNMENTS COUNTRY-WIDE WERE
AS FOLLOWS IN 1976:

8. BERN: TWO AMERICAN OFFICERS, TWO FSL
PROFESSIONALS AND FOUR FSL STAFF. ONE OF
THE AMERICAN OFFICERS, THE CHIEF OF THE
CONSULAR SECTION, SUPERVISES THE VISA SECTION
AS WELL AS THE CONSULAR OPERATION IN GENEVA.
HE AND TWO LOCAL CLERKS TAKE CARE OF THE
"PASSPORT AND CITIZENSHIP" UNIT. ONE OF THE
TWO CLERKS SPENDS ALMOST 100 PERCENT OF HIS
TIME HANDLING FEDERAL BENEFIT CASES. THE
SECOND CLERK SERVES AS THE UNIT'S SECRETARY,
FILE CLERK, PASSPORT AND CITIZENSHIP CLERK,
NOTARIAL CLERK, AS WELL AS TELEPHONE OPERATOR
FOR THE UNIT. DURING 1976 BERN ISSUED 1314
PASSPORTS; 2447 NOTARIAL SERVICES WERE PER-
FORMED DURING THE SAME PERIOD. ONE AMERICAN
CONSULAR OFFICER AND FOUR CLERKS ARE ASSIGNED TO

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C O N F I D E N T I A L SECTION 2 OF 3 BERN 1390

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THE VISA SECTION. THEY ISSUED OVER 30,000
NON-IMMIGRANT VISAS AND 532 IMMIGRANT VISAS
DURING THE CALENDAR YEAR 1976. THE BERN
CONSULAR SECTION IS RESPONSIBLE FOR HANDLING
REQUESTS FOR JUDICIAL ASSISTANCE IN ACCORDANCE
WITH THE JUDICIAL ASSISTANCE TREATY AND FOR
EXTRADITION CASES. ONE OF THE CONSULAR
OFFICERS IS THE YOUTH OFFICER.

9. GENEVA: THE GENEVA BRANCH OFFICE IS
STAFFED WITH ONE OFFICER AND TWO LOCAL
EMPLOYEES. THEY PROVIDE ALL CONSULAR SERVICES
WITH THE EXCEPTION OF VISAS AND THEY DO NOT
HANDLE ANY FEDERAL BENEFIT CASES. THERE ARE
APPROX 8000 AMERICANS IN THE GENEVA
CONSULAR DISTRICT. DURING THE 9 MONTHS SINCE
THIS OFFICE WAS OPENED IT HAS ISSUED 959 US
PASSPORTS AND 2670 NOTARIAL SERVICES WERE PERFORMED.

10. ZURICH: TWO AMERICAN CONSULAR OFFICERS
AND FOUR LOCALS ARE ASSIGNED TO ZURICH. DURING
1976 ZURICH ISSUED 32,597 NON-IMMIGRANT VISAS,
457 REFUSALS, 1599 PASSPORTS AND PERFORMED 3658 NOTARIALS.
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1. DURING THE PAST 12 MONTHS AN AVERAGE OF
12MMRICANS WERE IN PRISON IN SWITZERLAND.
THEY ARE VISITED ONCE A MONTH OR MORE.
CONSULAR OFFICERS THROUGHOUT SWITZERLAND USE
A "CASE WORKER" APPROACH. THEY DO EVERYTHING

THEY CAN TO ASSURE THAT WHATEVER THE REASON
FOR IMPRISONMENT, AMERICANS IN JAIL HERE DO NOT
FEEL ABANDONED. OBVIOUSLY WE CANNOT PREDUCT
THE CASE LOAD OF PRISONERS. WE CAN, BASED ON
EXPERIENCE TO DATE, PRLJECT THE FOLLOWING
INCREASES IN WORLOAD IN OTHER AREAS IN FY 78 AND 79:

IMMIGRANT VISAS 10 PCT
NON-IMMIGRANT VISAS 9 PCT
DEATH & ESTATES 7 PCT
NOTARIALS 3 PCT
WELFARE 6 PCT
PASSPORTS 8 PCT
REGISTRATIONS 3 PCT
OTHER AGENCY SERVICES 3 PCT

WE WILL MAKE EVERY EFFORT TO MEET THESE
INCREASES BY REPROGRAMMING EXISTING RESOURCES.

12. ADMINISTRATION: IN TERMS OF FINANCIAL
RESOURCES, THE EMBASSY IS BEING ADEQUATELY
FUNDED FOR ITS PRESENT STAFFING AND
RESPONSIBILITIES. THE ADMINISTRATIVE SECTION
ITSELF IS RATHER LEAN ON THE AMERICAN SIDE.
FOR EXAMPLE, WE NOW HAVE ONLY 3 C& R AND
2 TCU EMPLOYEES TO COVER TRAFFIC FROM OVER
40 AMERICANS AND 6 USG AGENCIES. AS A RESULT
OF THIS SITUATION, THE HANDLING OF MESSAGE
TRAFFIC IS LESS EXPEDITIOUS THAN IT WOULD BE
WITH A LARGER SECTION. THE FACT THAT THERE
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ARE ONLY TWO ADMIN PEOPLE TO SERVICE
OVER 90 EMPLOYEES IN BER, 16 IN
ZURICH AND 3 IN GENEVA MEANS THAT WE MUST
DEPEND MORE HEAVILY ON LOCAL EMPLOYEES THAN
PRINCIPLES OF AMERICAN CONTROL DICTATE, AND
LOCAL STAFF, WHILE ADEQUATE, CANNOT BE
CONSIDERED GENEROUS. THE EMBASSY HAS NO
PROFESSIONAL SECURITY OFFICER AND THEREFORE
THE TWO ADMIN OFFICERS AND THEIR
LOCAL SECURITY (UP TO CLEARANCE LIMITATIONS)
MUST DEAL WITH ANY AND ALL SECURITY WORK.
MOREOVER, THE ADMIN OFFICER ALSO
SERVES AS NARCOTICS COORDINATOR AND PUBLICATIONS
PROCUREMENT OFFICER, TASKS WHICH ARE NORAMLLY
PERFORMED BY POLITICAL OFFICERS.

B. OTHER AGENCY PROGRAMS AND RESOURCE LEVELS

1. AGRICULTURE DEPT: THE AGRICULTURAL ATT HAS STATED THAT HIS STAFF AND FUNDING LEVELS ARE ADEQUATE TO MEET EMBASSY OBJECTIVES. I CONCUR.

2. USIS: THE PAO HAS DRAFTED THE FOLLOWING: "USIA FOUND IT NECESSARY TO DO AWAY WITH ONE OF ITS THREE LOCAL SLOTS (THEN FILLED WITH A LONG-TIME, HIGHLY-PAID EMPLOYEE WELL PAST RETIREMENT ELIGIBILITY) IN ORDER TO FUND THE NEWLY-ESTABLISHED SLOT FOR A CPAO. BY CONSISTENTLY PERFORMING YEOMAN SERVICE, THE REMAINING STAFF IS FOR THE MOST PART MANAGING TO KEEP UP WITH THE DEMANDS OF AN EXPANDING USIS PROGRAM. I BELIEVE WE CAN CONTINUE TO GET ALONG WITH THE TWO DEDICATED LOCAL EMPLOYEES WE NOW HAVE. BUT IN MY OPINION THE HOPED-FOR EXPANSION HAS RAISED A DIFFERENT REQUIREMENT. SIX MONTHS OF EXPERIENCE AS THE SOLE USIS AMERICAN HAVE
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CONVINCED ME THAT THE ASSIGNMENT OF ONE AMERICAN OFFICER TO A SOPHISTICATED COUNTRY LIKE SWITZERLAND IS NOT ENOUGH IF THE REVISED USIS OPERATION IS TO ACHIEVE ITS GOALS. BACK-STOPPING BY ANOTHER AMERICAN, HOWEVER YOUNG OR JUNIOR IN GRADE, IS ESSENTIAL. AS IT STANDS, A SINGLE INDIVIDUAL FUNCTIONS AS CPAO, CAO, IO, PRESS ATTACHE AND IS HER OWN DEPUTY IN ALL OF THESE ROLES. THE ABILITY TO DEPUTIZE WOULD GREATLY INCREASE THE EFFICIENCY OF USIS PROGRAMMING." I ENDORSE THIS RECOMMENDATION FOR A SECOND JUNIOR OFFICER POSITION.

3. THE PAO ALSO INFORMS ME THAT HER BUDGET IS ADEQUATE TO HER CURRENT NEEDS WITH THE NOTABLE EXCEPTION OF CU FUNDING FOR INTERNATIONAL VISITORS. OUR CURRENT SUM PERMITS US TO INVITE ONLY TWO SWISS VISITORS EACH YEAR, EVEN IF THEY WERE TO PAY THEIR OWN TRANS-ATLANTIC TRAVEL. MY STAFF AND I WOULD LIKE TO SEE THIS NUMBER DOUBLED.

4. OFFICE OF THE DEFENSE ATTACHE: THE DAO HAS DRAFTED THE FOLLOWING: "BASED ON INCREASES IN WORKLOAD AS A RESULT OF THE FOREIGN MILITARY SALES PROGRAM DURING THE PAST 18 MONTHS, THE DAO IS SERIOUSLY CONSIDERING A REQUEST FOR AN ADDITIONAL MEMBER. FURTHER STUDY IS UNDERWAY TO DETERMINE THE EXTENT OF STILL ADDITIONA

WORKLOAD ANTICIPATED AS A RESULT OF THE DELIVERY
AND ASSEMBLY OF THE F-5E SHIPSETS LATER THIS

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FM AMEMBASSY BERN
TO SECSTATE WASHDC 4143

C O N F I D E N T I A L SECTION 3 OF 3 BERN 1390

STADIS////////////////////////////////

YEAR, AND THE SUPPORT WHICH WILL BE REQUIRED
IN THE SALE OF THE DRAGON MISSILE SYSTEM.

5. SHOULD AUGMENTATION OF THE DAO BE
REQUIRED, THE REQUEST WILL BE STAFFED WITHIN
THE EMBASSY PRIOR TO SUBMISSION THROUGH
MILITARY CHANNELS."

6. THIS PROJECTION BY THE DEFENSE ATTACHE
(PARAS 4 AND 5) OF A POSSIBLE NEED FOR AN
ADDITIONAL COMMISSIONED OFFICER IS TRANSMITTED
AS DRAFTED BY HIM. THE DAO NOW HAS TWO
COMMISSIONED OFFICERS OF FIELD RANK, TWO
NON-COMMISSIONED OFFICERS, TWO USDA CIVILIANS,
AND TWO LOCAL EMPLOYEES. SO FAR AS FUTURE
NEEDS ARE CONCERNED, I NOTE THAT EXISTING
LAW PROVIDES THAT DAO INVOLVEMENT IN SECURITY
ASSISTANCE MATTERS MUST TERMINATE PRIOR TO
OCT 1, 1977. IF THE LAW IS NOT CHANGED,
THE DAO'S PROJECTED NEED FOR AN ADDITIONAL
AMERICAN OFFICER WOULD NOT IN ANY CASE ARISE.
THE DEFENSE ATTACHE INFORMS ME THAT AMENDING
LEGISLATION WHICH WOULD EXAMPT SWITZERLAND
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(AND PERHAPS OTHER COUNTRIES) FROM THIS RESTRICTION IS PENDING SUBMISSION BY THE DEFENSE DEPARTMENT TO OTHER OFFICES OF THE EXECUTIVE BRANCH AND, IF APPROVED, TO CONGRESS. IF THE LAW IS AMENDED, I BELIEVE THE DEFENSE ATTACHE'S ARGUMENTATION SHOULD BE EXAMINED ON ITS MERITS.

C. PART III - STAE PERSONNEL RECOMMENDATIONS:

A) REPROGRAMMING: WE WILL CONTINUE TO SHIFT FUNCTIONS AS NECESSARY, BUT PLAN NO CHANGES WHICH WOULD REQUIRE RE-DESIGNATION OF A POSITION OR MOVEMENT OF A POSITION FROM ONE SECTION TO ANOTHER OR AMONG BERN, ZURICH, AND GENEVA.

B) WE ARE NOT REQUESTING ANY INCREASES IN STAFF.

C) THE EMBASSY HAS CHOSEN THE AMERICAN ADMINISTRATIVE ASSISTANT POSITION AS ITS LOWEST PRIORITY AMERICAN POSITION. I DO NOT BELIEVE WE COULD EFFICIENTLY MANAGE WITHOUT IT. IF OUR PRESENT EXTRAORDINARILY ENERGETIC ADMINISTRATIVE OFFICER WERE TO BE REASSIGNED AND EVEN A SLIGHTLY LESS ACTIVE RELACEMENT ASSIGNED, I AM SURE WE COULD NOT. IN ANY CASE, IF THE SECOND AMERICAN ADMINISTRATIVE POSITION WERE LOST, IT WOULD BE NECESSARY TO ASSIGN MANY ADMINISTRATIVE FUNCTIONS TO OTHER OFFICERS IN THE EMBASSY. THESE FUNCTIONS WOULD INCLUDE CERTIFYING, SECURITY, PROCUREMENT, PERSONNEL AND HOUSING.

WITH OUR EXTREMELY COMPETENT LOCAL EMPLOYEES, WE MIGHT BE ABLE TO MUDDLE THROUGH. HOWEVER, THE CONTROL WE PRESENTLY HAVE OVER OUR ADMINISTRATIVE RESOURCES WOULD BE SIGNIFICANTLY CONFIDENTIAL

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IMPAIRED. MOREOVER, WE WOULD HAVE TO RE-NEGOTIATE OUR SUPPORT AGREEMENTS WITH THE OTHER AGENCIES. FINALLY, THIS POSITION IS ONE OF ONLY TWO IN BERN CLASSIFIED AT THE JUNIOR LEVEL (WITH THE OTHER ONE FILLED BY A MIDDLE GRADE OFFICER) AND I BELIEVE ITS ELIMINATION WOULD REPRESENT UNSOUND MANAGEMENT AND AN UNWISE ELIMINATION OF A JUNIOR OFFICER TRAINING OPPORTUNITY.

ON THE LOCAL SIDE, WE ARE LISTING POSITIONS
NO 018, ADM SPECIALIST (PERSONNEL,
AND POSITION NO 023, TELEPHONE OPERATOR AS
BEING THE MOST VULNERABLE. IF THE 018 PERSONNEL
JOB WERE ABOLISHED, WE WOULD LOSE THE PRESENT
EXPERTISE WE HAVE IN HANDLING LOCAL PERSONNEL
AND AMERICAN TRAVEL. DUE TO THE NATURE OF THE
INCUMBENTS WORK, HIS TASKS WOULD DEVOLVE
UPON THE 2 ADM OFFICERS AND THEIR
LOCAL SECRETARY. IN THE CASE OF THE TELEPHONE
OPERATOR, ABOLITION OF THE POSITION WOULD MEAN
THAT INCOMING CALLS FROM THE PUBLIC WOULD
BE LESS EFFICIENTLY HANDLED, THE OTHER
TELEPHONE OPERATOR COULD NO LONGER DO PUBLICATIONS
PROCUREMENT WORK, AND THE CONTROL OVER LONG-
DISTANCE CALLS REQUIRED BY GAO WOULD BE VERY
DIFFICULT TO MAINTAIN.

MISSING STAFFING CHART
EMBASSY BERN

AGENCY/FUNCTION - AMER OFFS - AMER STAFF - FSL PROF - FSL STAFF
STATE

EXECUTIVE - 2 - 2 - 0 - 0
POL() - 0 - 0 - 0 - 0
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ECON/COMMERCIAL() - 5 - 1 - 3 - 4
ADMIN (OF WHICH) - 2 - 4 - 5 - 15
COMMUNICATIONS - 0 - (4) - 0 - 0
SECURITY - 0 - 0 - 0 - 0
REGIONAL OFFICES - 0 - 0 - 0 - 0
CONSULAR - 3 - 0 - 2 - 6

OTHER AGENCIES

USIS - 1 - 0 - 0 - 2
AGRICULTURE - 1 - 0 - 1 - 1
TREASURY - 0 - 0 - 0 - 0
JUSTICE - 1 - 1 - 0 - 0
DOD - 2 - 9 - 0 - 2
AID - 0 - 0 - 0 - 0

OTHER

MARINE SECURITY GUARDS (NOT LISTED IN DOD) - 0 - 6 - 0 - 0

ADMINPOSITIONS

CORE - 2 - 5 - 3 - 11

DAS - 0 - 0 - 2 - 4

ZURICH CONGEN

EXECUTIVE - 1 - 0 - 0 - 1

POL - 1 - 1 - 0 - 0

ECON/COML - 1 - 0 - 1 - 1

ADMIN - 0 - 0 - 1 - 2

CONSULAR - 2 - 0 - 1 - 3

()THE POL/ECON/COML SECTIONS ARE COMBINED (BERN).

NO CHANGE IN FY-79 STAFFING.

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